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SIPDIS

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SUBJECT: 2005 MOZAMBIQUE ANTI-TRAFFICKING IN PERSONS (TIP)

REPORT

REF: 04 STATE 273089

¶1. Mozambique is a source country for women and girls trafficked for the purpose of sexual exploitation. South Africa is the principal receiving country for trafficked Mozambicans. The International Organization for Migration (IOM) estimates that 1,000 Mozambican women are trafficked every year. IOM based its estimate of trafficked women on field research carried out in Mozambique and South Africa during 2003; post considers this information to be generally reliable. The GRM has not conducted any surveys to measure the extent of trafficking. Trafficked women are recruited, generally from the Maputo area, with promises of lucrative jobs in South Africa; evidence suggests that recruiters are usually known to the victim on some level. Victims are then sold to brothels, or as concubines to mine workers, generally in the Johannesburg area and sometimes in the Durban area. Trafficking of young women from the Nampula area to South Africa has also been reported. Traffickers are principally Mozambican or South African citizens, but involvement of Russian, Chinese, and Nigerian syndicates has also been reported. Prostitution is not illegal in Mozambique, nor are the activities of pimps or brothels -- a situation that makes it difficult to raise the public profile of trafficking for purposes of sexual exploitation. Post is not aware of any reports that men or boys are trafficked for the purpose of sexual exploitation.

¶2. The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it has expressed willingness to do so. Incoming President Armando Guebuza has specifically mentioned the problem of trafficking in women and children several times in his public discourse, and high-ranking officials in key government ministries remain interested in further addressing the issue. Despite public interest, Mozambique has made limited progress on trafficking issues in the past year due to lack of resources and training. No traffickers have been arrested or formally investigated in the past year. Border controls remain highly inadequate, and many policemen and border control agents are suspected to accept regular bribes from both traffickers and smugglers of persons. Neither the criminal investigative police in the Ministry of Interior nor the anti-corruption units of the Attorney General's office have received meaningful training on trafficking. The government participates in public education campaigns targeted to potential victims of trafficking, but these efforts are limited in scope. The government should address all of these issues in the near future, and also should strengthen and clarify laws in order to expressly prohibit trafficking of women and children.

Prevention

¶3. The GRM acknowledges that trafficking in persons is a problem, and has established an anti-trafficking inter-agency working group, comprised principally of the Ministries of Interior, Women and Social Action, Justice, and Health. The government has not organized any anti-trafficking public education campaigns on trafficking prevention, due to lack of resources. The Ministry of Interior the Ministry of Women and Social Action, have, however, participated actively in NGO- and international organization-run education campaigns for women in vulnerable communities; these activities address trafficking specifically as part of the training program. The government has taken other steps in the past year to help women in potentially vulnerable circumstances, such as approval of a new Family Law, signed in September 2004, which strengthens and clarifies the rights of women vis-a-vis their husbands or common law partners. The government also provides support to women in economically vulnerable situations through micro-finance initiatives and women's literacy programs, each of which received increased government funding in 2004.

¶4. While Mozambique has made strides in fulfilling its commitment to women's rights and economic progress, its capacity to adequately patrol its lengthy borders and coastline remains woefully inadequate, and irregularities among border control agents are common. According to government records, trafficking is rarely if ever reported to police or border authorities. In 2004, the Ministry of Interior's Department for Women and Children established a new database to track a variety of crimes against women and children -- a groundbreaking step in Mozambique. Significant numbers of crimes were registered in several categories -- including 53 kidnappings of children and 453 "disappeared" children in 2004 -- but no official cases of trafficking were reported.

¶5. The Mozambican government has taken strides to address its weak border control and knowledge of trafficking by upgrading its links with its neighbors, and with international organizations. In 2004, the Department of Migration signed an agreement with its counterpart in South Africa to share information and facilities; information on trafficking in persons was specified within the agreement. Also, in January 2005 the government formally approved the IOM's application to re-establish an office in Mozambique this year. In recent years, the IOM has been the leading organization in the investigation of trafficking patterns in Mozambique, but has had to operate out of its Pretoria office. Despite these steps forward, the Mozambican government does not yet have any national plan of action to address prevention of trafficking in persons, nor does it have a person designated specifically to develop anti-trafficking programs.

Investigation and Prosecution

¶6. Mozambican law does not specifically prohibit trafficking in persons. In theory, traffickers could be prosecuted using laws on sexual assault, rape, abduction, and child abuse, but no such cases have been brought. Mozambique has no experience with extradition of traffickers apprehended in

South Africa. There is no evidence that high-ranking government officials are involved with trafficking in any way. The likelihood of bribe taking by border control officials, combined with the Department of Interior's lack of statistics on trafficking, suggests that trafficking is tolerated at lower levels of government. The criminal investigative police and the anti-corruption unit of the Attorney General's office have very limited knowledge of trafficking in persons, and the police are not undertaking any investigations into trafficking at this time. Government priorities have been largely conditioned by public opinion and the media -- while local media reports on trafficking in persons have been nearly non-existent, media reports of organ theft were frequent in 2004. In response, the government launched an investigation into organ crimes in the Nampula area in March 2004. In June 2004, the GRM cleared two foreign citizens who had been detained on organ theft-related charges in late 2003. No arrests have been made and the investigation into the issue is ongoing. The government has also increased its efforts to investigate and prosecute smuggling in persons, making several arrests of South Asian migrants in late 2004, both at the land borders and at major airports. The government made tangible progress in addressing smuggling of persons in 2004.

17. In December 2002, the government ratified the Protocol to Prevent, Suppress, and Punish Trafficking in Persons. Mozambique previously ratified ILO Convention 182, Elimination of the Worst Forms of Child Labor. (Editor's Note 05/08/25 -- In fact, this Convention was ratified in June 2003.? End Note.) It has ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children and the Convention on the Elimination of all Forms of Discrimination Against Women. On forced labor, Mozambique has ratified ILO Convention 105 but has not ratified Convention 29 (Editor's note 05/08/25 -- In fact Mozambique ratified both 182 and 29 in 2003.? End Note).

Protection

18. The government is making an attempt to provide basic protection for victims of trafficking, but suffers from limited resources. The Ministry of Women and Social Action has provided six major hospitals with counselors to help women and children who are victims of violence. These counselors have received basic training in trafficking and reintegration; counselors in the Maputo Central Hospital report that they have used their training to help trafficking victims in the past year. Also, in 2004 the Ministry of Interior has established (but lightly funded) women's shelters at police stations in Maputo and Beira. It has also provided training in women's and children's protection -- including training in trafficking in persons -- to police officers serving in Maputo, Beira, and Nampula. The government does not provide financial support to foreign or domestic NGOs for services to victims. The rights of victims are broadly respected; victims are not detained, jailed, or fined. By law, the government is authorized to provide short-term assistance to victims of trafficking, but it reports that few if any women have registered with the police as victims. The government does not provide long-term financial assistance, shelter, or employment skills training. There is no evidence that the government encourages victims to assist in the investigation and prosecution of trafficking.

19. Embassy contact point on TIP is James Potts, Political-Economic Officer. Tel: 258-1-492-797, Fax: 258-1-490-448, Mobile 258-82-305-899. Principal FSO drafter spent 25 hours researching and drafting this cable, FSNs spent 4 hours, and FSO editors/clearers spent 3 hours, for a total of 32 hours.
LALIME